

**Commonwealth of Virginia  
Senior Advisor to the Governor for Workforce**

**Business Model for Phase I – Development and Implementation Plan**

**For Virginia's Comprehensive One Stop Centers**

**May 1, 2008**

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## **Business Model for Phase I - Development and Implementation Plan**

### **For Virginia's Comprehensive One Stop Centers**

**Background:** The 2006 General Assembly enacted legislation to strengthen the workforce development efforts in Virginia by designating the Governor as the Chief Workforce Development Officer and enumerating certain actions to ensure furtherance of the goal for an improved workforce system. The Governor is charged with ensuring that workforce development efforts are implemented in a coordinated and efficient manner to streamline the system and eliminate redundancy. In December 2006, Governor Kaine issued the Commonwealth's first-ever Workforce Development Strategic Plan which includes a strategy to support a seamless workforce development system through the establishment of a comprehensive One Stop service delivery center in each workforce area. In January 2008, Governor Kaine issued Executive Order 61 which gave authority to the Senior Advisor for Workforce to oversee the development of comprehensive integrated seamless local One Stop workforce delivery systems in cooperation with the Workforce Sub Cabinet. The Governor has identified eight (8) sites to be developed as integrated comprehensive one stop centers by 2010. The development of these sites will be coordinated and facilitated by the Governor's Senior Advisor for Workforce.

Target locations for the Comprehensive One Stop Centers agreed to by the Governor for the remainder of this Administration are:

- South Boston,
- Prince William
- Wytheville
- Danville
- Harrisonburg
- Roanoke
- Lynchburg
- Norfolk

Additional sites may also be identified as future partner agency staffing, leasing and fiscal considerations may present further opportunities for model one stop development.

**Purpose of this Document:** This plan serves as a primary resource tool to assist local partners at each integrated one stop site in mapping the process and steps necessary to establish an integrated service delivery environment based on physical collocation, a team-based working environment, cost and resources sharing beyond "in-kind", cross-training of staff on a functional basis, and customer-focused rather than program-focused delivery models.

This Phase I guide focuses on the "start up" activities related to physical collocation, cost and resource sharing and a team-based working environment. Use of this document is not limited to the eight (8) one stop prototype locations that have been identified by the

State. Phase I should be completed within four (4) months from the date of the local Workforce Investment Board (WIB)'s letter of intent to develop the one stop.

### **Phase I - Development and Implementation of Integrated One Stops:**

**“Opening the Doors Anew”:** The local WIB Chair must initiate the one stop development process by forwarding a letter of intent to the Governor’s Advisor for Workforce. The letter of intent indicates the WIBs commitment to active participation and leadership in development and operation of the one stop center, and must be accompanied by a letter of support by the Chief Local Elected Official (CLEO), appropriate fiscal agent, or other local city or county government.

When letters have been received by the Governor’s Advisor for Workforce, the WIB Director will be notified and a meeting will be scheduled between the WIB Director, the CLEO, and staff from the office of the Senior Advisor for Workforce.

Following the meeting between the local CLEO, WIB and the Governor’s Advisor for Workforce staff, the WIB director and the operator will develop a new business plan, or update the existing business plan, to ensure that it contains local One Stop implementation guidelines and action timelines in addition to the basic criteria provided in this plan.

### **Designation of One Stop partners:**

1. Mandatory Federal partner programs to be **physically** located within at least one comprehensive One Stop Center in each local workforce investment area are:
  - a. WIA Title I Youth, Adult and Dislocated Workers
  - b. WIA Title II Adult Education and Literacy
  - c. WIA Title III Wagner-Peyser
  - d. WIA Title IV Rehabilitation Act, as amended
  - e. Carl Perkins Postsecondary Career and Technical Education
  - f. Trade Adjustment Assistance
  - g. Veterans Employment and Training
  - h. Unemployment Compensation
  - i. Community Services Block Grant Act (a local community action agency located in the workforce investment area.)
  - j. Title V of the Older Americans Act

Physical location shall be interpreted as providing a full complement of staffing and Resources five days a week, eight hours a day, sufficient to provide full partner services to customers.

2. Mandatory Federal partner programs to provide **service access and/or physical location** in at least one comprehensive One Stop Center in each Local Workforce Investment Area are:

- a. HUD (Housing and Urban Development) Employment and Training Programs
  - b. National Workforce Programs Located in the Local Workforce Investment Area
3. Mandatory State partner programs to provide **service access and/or physical location** in at least one comprehensive One Stop Center in each Local Workforce Investment Area are:
- a. Temporary Assistance for Needy Families (TANF)/VIEW
  - b. Food Stamp Employment and Training (FSET)
4. Desired partner programs are:
- a. Community-Based Organizations
  - b. Faith-Based Organizations
  - c. Veterans' Organizations
  - d. Planning District Commissions
  - e. Employer Services
  - f. Economic development services, i.e., services that drive business and employment processes at the local level, such as small business assistance and community block grant initiatives for new and expanding businesses.
  - g. Other WIB selected partner programs
5. Anchor Partner Programs: The VEC, DRS, VCCS and the WIB/One Stop Operator (WIA Title I Adult and Dislocated Worker Programs) are anchor One Stop partner programs in the comprehensive One Stop Centers. Anchor One Stop partners along with other one stop partners develop comprehensive one stop plans in cooperation with the WIB. The Virginia Workforce Council develops guidelines for the location of mandatory partner programs in the comprehensive One Stop Centers. These guidelines relate to partner program requirements and performance in the comprehensive One Stop Centers. The Workforce Sub Cabinet and the Virginia Workforce Council review these guidelines periodically to determine Center progress and to assist in removing barriers to progress.

#### **Organizational Logistics:**

- 1. The WIB Director and One Stop Operator are responsible for coordinating and leading early regularly scheduled meetings with the local partners. Anchor agencies, such as the Virginia Employment Commission and the Virginia Department of Rehabilitative Services, must attend all partner planning meetings that are led by the local WIB staff.
- 2. The WIB Director and the One Stop Operator are responsible for development and timely completion of all plans required to open and maintain the One Stop Center. At a minimum, the following information will be provided to the local WIB, by applicable agency heads, not later than 14 days after the request:

- a. Core and/or Intensive Services: A list of core and/or intensive services that will be provided at the comprehensive one stop center. This information will include whether the service(s) will be provided in person or through technology, such as the internet, teleconference capability, etc.
  - b. Agency Staffing: A list of agency staff that will physically occupy space at the one stop center: Name(s) (if known), Title, and Hours per week that the employee will be assigned to the center. Applicable position descriptions must also accompany the list of staff positions that will be assigned to the comprehensive center.
  - c. Basic Space Needs: Private offices, cubicles, any special space needed by the partner staff to serve the customer, such as testing and counseling, employer interviewing rooms, etc. This should include shared space needs.
  - d. Budget Information: Budget information that will be needed by the One Stop Operator to compile the cost allocation plan, such as staff salaries and benefits; furniture and fixtures; computer and equipment costs, etc.
3. The WIB Director and the One Stop Operator will hold an initial “kick-off” meeting to establish the agenda with all of the above entities. During the meeting, the WIB Director and Operator will be responsible for providing the following information to all participating partners:
- a. Identify the name and contact information for the following:
    - i. Primary point of contact (One Stop Operator, Center Manager – whoever will lead day-to-day management and operations of the center)
    - ii. WIB Director, or main staff contact, if not the WIB Director
    - iii. Facility Management Team – local director with overall authority/decision making authority for each partner entity that will have a physical presence in the center.
    - iv. WIB Chair and CLEO Representative
  - b. Select committees and/or workgroups to assist the WIB in development of the following:
    - i. Business Plan
    - ii. One Stop Facility – Physical Layout
    - iii. Communication and Technology Plan
    - iv. Service Integration and Functional Teams (includes customer referral process)
    - v. Finance Committee
    - vi. Others as determined appropriate

- c. Provide a brief description of the responsibilities of each committee and the product that they will be responsible for developing. Committee work plans should include timelines and deadlines for product completion.
- d. In keeping with the One Stop philosophy, WIB Directors, One Stop Operators, and One Stop Partners shall approach development of the local operational and service delivery plans with a primary focus on quality customer service and cost savings through integration of staff functions and the design and layout of the facility itself.

### **Site Design and Facility Logistics:**

#### **1. Layout**

- a. Determine square footage needs required for each physically located partner, such as private office and cubicle space.
- b. Determine areas of the floor plan that will be dedicated for common/shared use such as administration and communication; reception area; resource room; class room(s); conference room(s); computer lab(s); employee lounge; supply/storage; employer interview/case manager counseling offices, etc.

#### **2. Identify associated costs:**

- a. The primary lease holder, with assistance from the Department of Real Estate Services (DRES) and the Department of General Services (DGS), negotiates with the landlord for any physical improvements/alterations required. If the site is partner-owned, the owning entity, with assistance from DRES and DGS, is responsible for arranging for the improvements/alterations of the facility.
- b. Estimated pro-rata costs and distribution of those costs, among the partner agencies, must be reflected in the Site Memorandum of Understanding (MOU).
- c. Facility plans, and associated costs, must be coordinated through and approved by the WIB, designated CLEO, Participating Partner Agency Heads; Department of General Services, Department of Real Estate Services, and the Governor's Office for Workforce.

#### **3. Equipment and Supplies:**

- a. Each partner, establishing a physical presence within the One Stop center, must prepare an inventory of furniture and equipment that will be brought to the center. This list will be provided to the facility committee chair and the One Stop Operator, if they are not one in the same.

- b. The One Stop Operator will compile a master list for the facilities team to review. The facilities team will determine if all furniture and equipment is needed. If not, age and usefulness will be used to determine what may be declared surplus or distributed elsewhere within the partner's agency.

#### 4. Leasing:

- a. Preferred Leasing Model for Comprehensive One Stop Centers: The Chief Local Elected Official (CLEO) is the holder of a single master lease:

This leasing model is a locally controlled model, with the Chief Local Elected Official serving as the funding and leasing authority. This model offers options that would accommodate differences in circumstances across work force investment areas.

Option A: Under option A, the CLEO, as WIA grant recipient, would serve as the local authority responsible for WIA funds and, in concert with the LWIB, for creating the one-stop system, would also serve as a single Master Lease holder, but would have executed individual agreements with each partner in the comprehensive center. Under this option, the CLEO's real estate department, or other representative, would be responsible for the real estate acquisition process, including all the steps required to be accomplished from initial search to occupancy. The CLEO, in concert with the LWIB, would use WIA funds as leverage funds to undertake the process of bringing the required partners into the process and entering agreements with each, including state and local required partners, on paying their fair share. The partners' fair share would include the cost of square footage occupied by each partner and a proportional share of the cost of shared space.

Option B: Under option B, the CLEO, as WIA grant recipient, would serve as the local authority responsible for WIA funds and, in concert with the LWIB, for creating the one-stop system, would also serve as a single Master Lease holder. In this option, the master lease would be a compilation of individual sub-leases with each partner entity sub-leasing the square footage agreed to, and for paying a fair share of allocated costs for common, or shared space in the facility. As in Option A, the CLEO's real estate department, or other representative, would be responsible for the real estate acquisition process, including all the steps required to be accomplished from initial search to occupancy. The CLEO, in concert with the LWIB, would use WIA funds as leverage funds to undertake the process of bringing the required partners into the process and entering agreements with each, including state and local required partners, on paying their fair share. The partners' fair share would include the cost of square footage occupied by each partner and a proportional share of the cost of shared space.



- b. Leasing agreements will be incorporated into the Site Memorandum of Understanding.

### **Cost Allocation:**

1. Initial Budgeting:
  - a. The One Stop Center Finance Committee, responsible for development of the cost allocation plan, will engage in a resource mapping exercise to determine what each individual partner spends, per year, in operational and service expenses at its current location. This exercise will allow the team to see where overlaps and inefficiencies exist, and where resources could be more efficiently applied to direct service provision.
  - b. A center-wide operational budget will be developed by the management team. This budget will consist of the amount determined necessary to “keep the doors open” from year-to-year. This budget should include total facility-wide costs for rent, utilities, IT costs, phone, copier/fax services, supplies, etc., and represents the operating expenses for the entire center, rather than individual partner budgets.
  - c. Once the center’s operating budget is determined by the committee, a cost allocation and resource sharing methodology will be used to determine each partner’s “fair share” contribution to support the operational needs of the center. Fair share contribution equates to a cash value, not “in kind” value. Note: The term “resource sharing” does not mean that one partner agency/entity pays a portion of any other entities costs. The sharing is of common costs attributable to a partner’s own program.

### **Information Technology System Needs:**

1. IT Committee:
  - a. An IT Committee will be established with a management level representative from each Partner agency that will occupy space within the Comprehensive One Stop Center.
  - b. The IT Committee will be chaired by the One Stop center manager, or a designated representative of the One Stop operator entity.
  - c. The IT Committee Chair, or IT One Stop Center Manager, will be the primary point of contact for IT needs for the One Stop center as a single entity. The IT Manager is responsible for tracking **all** IT work such as installation, maintenance, unresolved service issues, etc.
  - d. One Stop Center staff, that are required to report IT needs and service issues

through a designated agency help desk, are also required to share that information with the IT One Stop center manager frequently, but not less than weekly.

2. Facility Layout and Design:

- a. Each member of the IT Committee will identify their existing IT configuration and requirements to include personal computers, laptops, hardware, software, printers, internet/wireless, phone, voicemail, network connection with home agency, etc.
- b. Each member of the IT Committee will provide site configuration and requirements to the IT Committee Chair, who will in-turn provide the information to the WIB Director and the One Stop Operator for their use in designing the One Stop center facility and cost allocation plans.

3. IT Service Providers:

If the one stop operator entity (in a leasing environment) or the site owner (where a partner agency owns the facility) is subject to Virginia Information Technologies Agency (VITA), VITA shall be the primary IT service provider and coordinate all IT elements on site. Non-VITA entities may contract with VITA for services, or use their own IT provider who shall enter into Agreement with VITA as determined appropriate and necessary for non-infrastructure support and only if that vendor can comply with appropriate VITA standards and policies.

4. IT Needs for the One Stop Center:

- a. VITA Representatives, assigned to the One Stop Centers, will be providing support technology services to each Center.
- b. The One Stop Center IT Manager will work with all partners to assure they report technology issues to the onsite start up Northrop Grumman (NG) and VITA staff directly during the move in period.
- c. Once the onsite support staff for the move leave the center, the One Stop Center IT Manager will assure all partners report technology problems to the VITA Customer Care Center (VCCC), so that problems can be assigned to the appropriate expert and be fixed with efficiency. This is VITA's only way to assure tracking of each technology problem.
- d. The One Stop Center IT Manager will provide the Governor's Advisor for Workforce a status report on technology issues that appear to be consistent. The Manager will also escalate the issue to the VITA Regional Director for action or a planned date for resolution.

### **Delivering Outstanding Customer Service:**

All One Stop Center partner staff, regardless how funded, shall enter the center with the expectation that the center operates as an integrated team based environment. Within the One Stop setting, no one member of the staff is valued more than another and no task is too menial, therefore all center staff are expected to learn and participate in commonly shared duties. Staff performance expectations will reflect fulfillment of this requirement.

### **Integration Change Strategy:**

#### **1. Services Mapping:**

All One Stop partner staff will participate in service mapping exercises to identify the types of services offered by each partner. Based upon the results, partners will begin to see where functional overlaps exist. The major functions of the combined One Stop center teams will be identified. The partner staff will then begin the process of identifying which functions can be performed using a team-based method rather than by individual agency program silos.

#### **2. Customer Flow:**

The floor plan and customer flow process will be designed to reflect integrated service delivery. Unified intake, and standardization of other forms developed at the state level, will also assist in integrating the service delivery process.

### **Functional Teams and Centralized Support Functions:**

Staff integration plans must be developed to support service and operational functions that are common to all partners housed within the One Stop facility. These plans must be in place prior to actual physical relocation into the One Stop center, or must be established immediately upon the WIBs request to develop a comprehensive One Stop center within its designated area. The One Stop Operator, with assistance from individual partner managers, is responsible for scheduling staff to cover common center functions. Functional teams and centralized support functions may consist of the following:

#### **1. Customer Service and Intake:**

- a. Front Counter Receptionist Duties
- b. Customer Service Information and Referral

- c. Initial Registration and Completion of Customer In-Take Forms
  - d. Customer Assistance with Resource Room Equipment (Copier, Fax, Phone)
  - e. Computer Software Available for Public Use (Resume Writer, KeyTrain, Employer Testing, etc.)
  - f. Employer Mass Recruiting
  - g. Job Referral and Completion of Employer Applications
  - h. Center Program Orientation and Workshops
  - i. Rapid Response to Mass Layoffs
  - j. Employer Outreach and Marketing
  - k. Switchboard and Administrative Duties (In the absence of the administrative staff)
  - l. Participation on Special Projects/Committees:
    - i. WIA Staff Certification & Other Formal Training
    - ii. Professional Development Seminars
    - iii. One Stop Center Certification
    - iv. Working Extended Hours to Assist with Mass Employer Recruiting/Testing/New Employee Orientation
  - m. Community Partner Meetings
  - n. Monthly Case Management Meetings
  - o. Community Outreach Invitations
    - i. Local Inmate/Ex-Offenders
    - ii. Local Schools
    - iii. Faith Based Organizations
    - iv. Veterans' Organizations
    - v. Community Job and Resource Fairs
    - vi. On-Site Assistance to New and Expanding Businesses
2. Centralization of Administrative Support Staff and Services:
- a. To maximize operational efficiency, and reduce duplication of services, administrative support staff, regardless how funded, will be centralized in one location within the Comprehensive One Stop Center.
  - b. Administration staff, will be responsible for all incoming communications such as telephone calls, mail, fax, and messages. With assistance from the workgroup responsible for service integration, the administrative staff will also be responsible for setting up a structured automated telephone menu for incoming calls. The structured automated telephone menu should be set up by One Stop Center function, or service, rather than by individual agency. The menu of options should also include an option whereby the customer can speak directly to a customer service representative.
  - c. Administrative staff priorities, scheduling, and primary functions will be defined, and delegated, primarily by the One Stop Operator and/or center management team. Administrative duties may consist of the following:

- Staff Message Center
  - Staff Security Center
  - Distribution of Weekly Center Staff Schedule
  - Data Entry
  - Customer Registration, Intake, and Survey Forms
  - Resource Room and Receptionist Desk Schedules
  - Conference and Classroom Schedules
  - Central File for Customer Tracking
  - Meeting Set-Up and Minutes
  - Purchasing
- 
- Equipment contracts and maintenance for all copiers, fax machines, metered mail, equipment operation, simple maintenance etc.
  - Marketing Materials
  - Filing and Archiving
  - Special assistance to new employers and in-house partners
3. Other functional teams identified by the partner staff could be Employer/Business Services; Job Seeker Services; Intensive Services; Training and Technical Education Services; and Youth Services.

**Phase I – Development and Implementation Plan Contact Information for Questions, Concerns, Issues should be addressed to:**

Statewide One Stop System Director

Patrick Henry Building, 4<sup>th</sup> Floor

1111 East Broad Street

Richmond, VA 23219

Telephone: (804) 692-2547

Fax: (804) 371-2577

Web (to contact by e-mail):

**<http://www.workforce.virginia.gov/OfficeInfo/Contact.cfm>**

## **Appendix A**

### **Virginia Workforce Network Logo**

## **One Stop Center Team Covenant**

**A covenant is a binding and solemn agreement. This covenant exists for every member of our Virginia Workforce Network Team to embrace and follow.**

**These six tenets compose our covenant.**

**First, and foremost, we are The Virginia Workforce Network; all of us. We represent its ideals, mission, and values. We promise to wear its colors, display its logo, and use its language in our professional lives. It makes no difference who may have hired us, interviewed us, pays us, or supervises us; we will promote ourselves as The Virginia Workforce Network. We have a shared fate in the world of workforce development. We acknowledge and understand that our successes and failures are linked. Therefore, we will coach each other, encourage each other, teach each other, and listen to each other. We will continually improve.**

**Secondly, we promise to give outstanding customer service to Businesses and Jobseekers alike. We will greet and guide, assist our customers with problems or obstacles that they may be encountering. We will dedicate our very best efforts in making our customers' experience as least bureaucratic and most productive as possible. We will give our best because our customer's deserve our very best efforts.**

**Third, we agree to follow the rules. There are Standard Operating Procedures, Policies, and Protocols; they will serve as our boundaries. We promise to read, understand, and ask for clarification when needed. We won't give up in seeking clarity.**

**Fourth, we agree to make our work environments productive, challenging, and fun. We'll look out for each other. We'll give respect and strive for equality. We promise to embrace the notion that "There Is No They, Only Us" and press on together toward an exciting future. If we no longer can positively contribute to the forward motion of the agency – no longer can identify with its mission or values, we will take the right steps to move on to other opportunities.**

**Fifth, we will accept our professional environment for what it is. The arena in which we work can be vague, frustrating, and sometimes ambiguous. It can also be rewarding, fulfilling, and exhilarating. The daily pace is intense at times. We understand that we were asked to join this team not only because of our knowledge, skills, and abilities, but also because we were able to remain flexible and positive. We understand that is what true professionals are able to do.**

**Finally, we reserve the personal right to respectfully disagree. We can contribute our ideas, thoughts, and strategies, in the right setting, in the right way, at the right time. But once a decision has been made and a particular approach determined, we promise to "get on board" and contribute to that effort.**

**All of these tenets are what we believe, promise, and agree to follow.**

## Appendix B

### Sample Integrated One Stop Center Functional Layout to Illustrate the Basic Business Model

(In this scenario, customer flow would be through use of team-based services, color-coded navigation cards, colored carpet.)  
*This presents a sample of basic elements. Size of area for each function and additional services may be adjusted locally.*

